RECREATION IN TORONTO: A GAME PLAN FOR THE '80s

A Guide for Developing a Municipal Recreation Strategy
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City Roles

Recreation

"1. Whereas recreation includes all of those activities in which an individual chooses to participate in his/her leisure time and is not confined solely to sports and physical recreation programs but includes artistic, creative, cultural, social, intellectual, educational and neighbourhood betterment activities;

And whereas recreation is a fundamental human need for citizens of all ages and interests and for both sexes and is essential to their psychological, social and physical well-being;

And whereas City Council recognizes that recreation is a social service in the same way that health and education are considered as social services, the purposes of which are to (a) assist individual and community development; (b) improve the quality of life; and (c) enhance social functioning;

Therefore, be it resolved that the City shall directly provide and manage through the Department of Parks and Recreation a range of basic recreation facilities and programs free of charge to City residents, continue to utilize shared-use agreements under local boards of education and financially assist or otherwise support the provision of recreation programs offered by voluntary organizations, agencies and community centres so as to ensure that all citizens have maximum opportunity for the enjoyable, satisfying and creative use of leisure time."

* Recommendation No. 1 of the FINAL REPORT - COMMUNITY TASK FORCE ON NEIGHBOURHOODS, SOCIAL AND RECREATIONAL SERVICES unanimously adopted by City Council at its meeting on July 8 and 9, 1982.

Executive Summary

The Community Task Force on Neighbourhood, Social and Recreation Services and its successor, the Implementation Task Force, clarified and advanced the City's participation in and support for recreation and social services. Recognizing the complex issues at hand and the diverse actors involved, there are no quick and simple answers to the many questions raised over the last two-and-one-half years. This report responds to a request for a more comprehensive long-term planning capacity upon which service planning and budgetary decision-making can be based.

Four observations are central to an overall examination of Toronto's public recreation system. Firstly, in the field of recreational facility and program provision, continued emphasis should be placed on a sensitivity and responsiveness to neighbourhood variations in needs, demands, and attitudes. These are times of high socio-economic stress and multiple, competing demands for municipal assistance. A uniform pattern of services and facilities imposed indiscriminately across the City is wasteful. Section I of this report reiterates the need to engage in local planning efforts to make the best use of existing resources and to examine their adequacy.

To this end, a series of improved planning resources has been or is being developed in consultation with various local organizations. Community demographic profiles are now available to assist service or facility organizations to monitor and respond to the population changes in their catchment areas. An inventory of publicly-accessible recreation facilities will assist City and neighbourhood organizations to make the best use of existing physical resources. By presenting practical means of identifying local needs and resources, a new community assessment manual will help ensure that program and facility proposals are well researched and documented. Finally, planning and recreation staff are increasingly involved in assisting community groups to collect and analyze information and to implement or advocate improvements in a thorough and realistic manner.

Secondly, the nature of social conditions and their impact on a neighbourhood or district ought to be increasinly central to program and improvement planning. The definition of recreation presented earlier suggests that it should be regarded as a support service having much in common with education, health, and social services. Section II, in a preliminary fashion, presents the distribution of low-income families and individuals across the City as one indication of varying social conditions in Toronto's neighbourhoods. An understanding and elaboration of this and other indicators can help establish a method for the City to determine how to provide or fund services in communities where they will produce the greatest benefits.

Thirdly, public recreation facilities and parkland are a basic infrastructure as essential to the city as roads and sewers. With a maturing system such as Toronto's, the existing distribution and renewal requirements of such facilities are important planning and budgetary concerns. Section III examines the current distribution of recreation facilities and airs some concerns regarding quality, actual use and opportunities for improvement.

The material on the distribution of facilities contained in the second half of this report complements and elaborates on the report Local Parks Outside the Central Core (1980). In this section, we describe and map twenty different facilities such as ice pads, gyms, baseball fields and pools. In order to help evaluate the distribution of facilities in the City we developed a simple measure based on an average number of persons served by each facility type across the City. This average is then compared to the actual number of persons served by each facility type in sub-areas of the City. In this way, each facility is rated by district as being below, at or above the average level.

We also present an estimate of the degree to which these facilities are used at present and their projected use in the future, as well as capital and operating considerations for each facility type.

Finally, we recognize that the City is not the sole actor in providing publicly-accessible facilities and programs. The extensive direct use of non-municipal facilities, via shared-use and leasing arrangements, and indirect use via recreation grants and co-ordinated program planning, accents the interdependency of the many providers. These relationships represent a potentially high-quality system of recreation resources provided there exists continuous communication and consultation. Issues of ongoing community access and coordinated capital and program budgetting are key features to this partnership. The report's conclusions and recommendations are keyed to these concerns.

Introduction

With the adoption of the Final Report of the Community Task Force on Neighbourhoods, Social, and Recreational Services, Council took a major step forward in clarifying its position in support of neighbourhood social/recreational services. Building on the relationships developed and the understandings achieved during the year-long Task Force deliberations, a number of policy and procedural initiatives were undertaken. These were focused on City Roles, City Funding Policy, Program Planning and Coordination, Management and Accountability, Provision of Information, Long-term Planning, and Implementation, Monitoring and Development.

It was noted in the Final Report that there was not, at that time, an adequate information base upon which to establish priority areas for future resource development. A stronger long-term planning capability and a set of goals for the distribution of City recreation resources was overdue. The following recommendations from the Final Report were adopted to address this deficiency:

"(Long-term Planning)

1. The Department of Planning and Development in conjunction with the Department of Parks and Recreation develop a comprehensive data base on facilities, programs and needs which will include:

Task		Responsibility
a)	An inventory of Recreational Facilities	Parks & Recreation and Planning & Development
b)	Comprehensive Community Profiles for the Neighbourhoods Served by Current Recreational and Community Service Facilities	Planning & Development
c)	Attendance and Participation Rates for Existing Programs and Facilities	Planning & Development and Parks & Recreation
d)	Information on Identified Community	Planning & Development and Parks & Recreation

Preferences for
Particular Resources

2. The Department of Planning and Development, in co-operation with the Department of Parks and Recreation utilize the comprehensive data base mentioned in Recommendation No.1 to undertake a study of the distribution of current recreation and community service needs, identify future needs and demands for these services and investigate procedures for projecting long term capital requirements.

3. The Department of Parks and Recreation take the lead role in setting objectives and priorities for the distribution or appropriate redistribution of recreational facilities and programs following the completion of the study and this should be undertaken in a way that provides for consultation opportunities for the public and service agencies.

4. The procedures as contained in Appendix "F" be adopted for use in assessing proposals for new facility development." (Appendix "F" is attached to this report)

As the following guiding principles attest, the intent and spirit of this undertaking was to develop a process for allocating resources that integrated two elements:

- o local planning initiatives that are sensitive and responsive to community needs, demands and preferences and,

- o central framework or set of guidelines for evaluation and priority-setting:

"It should be the responsibility of the City to gather sufficient data on facilities, programs, needs and likely demands for service to ensure informed decision-making with respect to future allocation of public monies. In addition to the collection and analysis of information, the City needs to develop a recreational and community service planning capability in order to ensure the distribution of resources according to some reasonably objective determination of priorities. Furthermore, this planning capability must ensure, given a policy based on a diversity of organizations and services, that current providers of services are involved in the planning processes that are established. It is understood that the development of data collection and planning

capabilities by the City are intended to support the efforts by neighbourhood residents to design services that meet their unique needs and circumstances."

Given the complexity of the long-term planning concerns within the City of Toronto, this report represents a modest beginning. Best characterized as an information and discussion paper, it principally addresses Recommendations 1, 2, and 4, as follows:

- Section I outlines new information resources which will be provided to assist local planning groups when they investigate new service or facility developments. Building on Appendix "F" of the Final Report ("Procedures for Future Development of City Funded Recreation and Community Centres"), this section describes the recreation facilities inventory data base, the community demographic profiles and a manual for identifying community preferences.

- Section II presents an initial review of how low-income families and individuals are distributed across the City. It attempts to establish a common ground between a sensitive local planning process and a central concern for establishing a system that addresses the social characteristics of a population.

- Section III discusses the existing spatial distribution of public recreation facilities. Using general distance and population per facility ratios, it presents an average figure for the number of persons per facility for each type of recreational facility accross the City. This average figure is compared to the actual number of persons per facility in each area of the City. Based on these data, it is possible to identify certain neighbourhoods which have a lower-than-average provision of certain recreational facilities.

However, such an observation need not, on its own, lead to a determination that additional facililities are required. These data should be used in conjunction with the assessment of local needs and City-wide demand in making decisions about allocating or redistributing resources. An example of how this information could be used would be in areas of the City's west end where the provision of children's playground facilities is significantly below the City average. These are also areas which have a relatively high concentration of persons with low incomes. These areas should be given a high priority in decisions about adding to or redistributing recreational facilities in Toronto. Where appropriate, the data on the distribution of facilities in the City are compared with the distribution throughout Metro.

Finally, it is critical to point out what this study does not attempt to do. Given the number of programs and services provided across the City by a very diverse system of organizations, we have

not attempted to catalogue programs centrally. Likewise, we have not comprehensively studied attendance and participation rates for existing programs and facilities. The number of participants can vary widely depending on the nature of the particular program and the size of the facility. Furthermore, in our opinion, a standard list of programs and facilities to be provided in all neighbourhoods is neither locally desired nor a good use of limited resources. As valid program planning and coordination concerns, it is our sense that the above points would be more adequately addressed via local studies and through the recommended consultation processes.

Section I - Local Planning

With a population as heterogenous as the City's, it is impossible to develop a "one size fits all" model of programs or facilities that works equally well in all neighbourhoods. Differences and changes over time in factors such as demographic and cultural characteristics, transportation access, land use mixture and housing types strongly influence the design and provision of programs and facilities. Responding to local community need, demand and preference v riations is critical to achieving the highest possible bene it from the investment of public funds, whether capital or operating. Failure to do so could lead to underused facilities and cancelled programs.

Council recognized this reality in adopting the Final Report, including Appendix "F", "Procedures for Future Development of City Funded Recreation and Community Centres". To address the lack of an explicit service development process on the City's part, it was stated that:

> "These guidelines have been developed to ensure that emerging community groups will be aware from the outset of the criteria that Council will use in deciding on the merits of City support for specific proposals arising from neighbourhood needs identification and service development efforts.
>
> These guidelines place emphasis upon the documentation of local needs and the thorough consideration of various alternatives to meeting identified needs, the promotion of the use of existing agencies, facilities and resources rather than the development of new facilities, and clear opportunities for Council decision at critical planning stages. The guidelines assume that a variety of organizational forms could be developed at the neighbourhood level to achieve the requirements of these guidelines.
>
> Generally speaking, local service planning efforts can be seen as proceeding through three stages:
>
> - Formation of a group of people and organizations around perceived problems or issues.
>
> - Identification and assessment of local needs and available resources
>
> - Development of a detailed proposal for addressing the identified issues and problems."

To summarize, it is clear that in seeking Council recognition, these local planning initiatives must be broadly-based in their

community, well researched and aimed at thoroughly assessing the adequacy of existing resources against the reality of identified needs. To this end, a series of improved planning resources have been or are being developed in consultation with various local services.

Community Profiles

First, recreation and community centre representatives met with staff from the Research Section of the Planning and Development Department to design a standard demographic profile. Relevant statistics about key features of the local population are crucial to effective long-term program planning and service evaluation. Participating groups already have received quantitative information about factors such as population change, age groups, language groups, marital status, and family and household composition. Additional data on factors like incomes, occupations, labour force participation and country of origin which have only recently become available from Statistics Canada are now being added to the local area profiles. Besides the census, alternate sources such as assessment and school enrollment records are being investigated as means of updating and expanding on the profiles between census years.

Program priorities might change given, for example, a significant change in the numbers of seniors or teenagers. Outreach and community relations are influenced by fluctuations in the language or national origin composition of the community. The availability of facility space can change with the gradual emptying of a local school. Communities are dynamic and an awareness of social trends will keep programming up to date.

Recreation Facilities Inventory

The inventory of publicly-accessible recreation facilities, discussed more fully in Section 3, is being prepared as a planning publication. For specific facilities, groups will be able to identify where they are at present, in what quantity and combinations, whether there are any unique facilities on the same site and how actual use can be arranged. Listings are organized and identified so that a local resource inventory can deal with an area as small as a single school or a census tract, or as large as one of the four inventory districts. We are in the process of adding some qualitative information on access and use conditions for the indoor facilities which might further assist program planning.

Having a better idea of what facilities are accessible to them will enable local organizations to use existing resources more fully. Better coverage of a large area can result from use of satellite locations via permits. Sports organizations will be better aware of where suitable fields or courts are located, as

well as ancillary facilities such as washrooms and alternate indoor space. Joint program planning among two or more groups could be based on the most appropriate facility being used for different program components.

Community Assessment Manual

Building on the extensive neighbourhood planning experience of planning and community development staff, a community assessment manual is being prepared. Essentially a practical "how-to booklet", the manual describes a variety of means by which local planning groups can accurately identify needs, demands and preferences. The different methods cited balance the need to obtain good data with the reality of the limited manpower resources of most local groups. Using an action research model developed by the Toronto West Project, the manual stresses planning that is comprehensive, participatory, integrative and cooperative.

The manual aims to demonstrate ways and means of gaining a good understanding of one's community and how it works. The recommended approach not only leads to clearly identified needs but also creates a forum for interested parties to follow up with specific remedies. It suggests how information on the local population, the physical structure of the neighbourhood, the location of agencies and their current programs, and interviews or survey data can be integrated. Through their involvement in both information-gathering and priority-setting, local groups can develop short-term and long-term improvement plans.

Staff Assistance

Finally, given the varying sophistication of community organizations, both planning and recreation staff are increasingly participating in local planning and advisory groups. Their greater familiarity with and access to information resources enables them to assist in the design, collection and assessment stages. Their presence can extend the scope and depth of local initiatives without diverting major resources from direct service. Both the local community and the City benefit from this co-operative approach. Existing local planning organizations such as People and Organization in North Toronto (P.O.I.N.T.), Downtown Interaction Group (D.I.G.) and East End Network (E.E.N.) are excellent examples of local groups where active City participation is resulting in substantial service improvements.

Indeed, the City has an extensive history of doing this. While immplementing neighbourhood improvement programs, staff have worked with local organizations and services as part of the area renewal process. Recreation centre heads and branch managers have worked with advisory councils and planning groups in developing complementary programs. Local area planners frequently assist

neighbourhood groups in obtaining and interpreting demographic and community planning data. The aim is to provide this assistance more consistently and within a long-term planning context.

Section II - Distribution of Low-Income Persons in the City

Allocating resources in the public sector has always been at least partially based on the provision of added services to low-income people and communities. An emphasis on public expenditure, particularly for direct programming and program funding, in socially-disadvantaged communities could begin to equalize accessibility and actual use of resources across the City. Conversely, an equal distribution of public capital and program funding in all areas produces a diminishing return or benefit as affluence increases. People with higher mobility and the income to afford private clubs, fitness centres or cottages, are generally less dependent on publicly-funded recreation.

A variety of other factors influence individual and family access to recreation services. Age, personal health and physical fitness can pose limits on simply getting to a facility or program. Literacy levels and cultural differences can present barriers to hearing about and understanding how to use available resources. However, the single greatest constraint and the principal factor determining dependency on public facilities is income.

The 1981 Census contains Incidence of Low Income statistics on families and unattached individuals. This indicator incorporates both the number of persons and size of the urban population so that it approximates, albeit conservatively (see chart), the number of families or individuals living at or near the poverty line.

	Census-Incidence of Low Income-1981	Senate Committee Poverty Line-1981
Persons	Income threshold	Income threshold
1	7,152	7,370
2	9,436	12,300
3	12,622	14,760
4	14,545	17,210
5	16,989	19,670
6	18,511	22,130
7	20,375	24,590

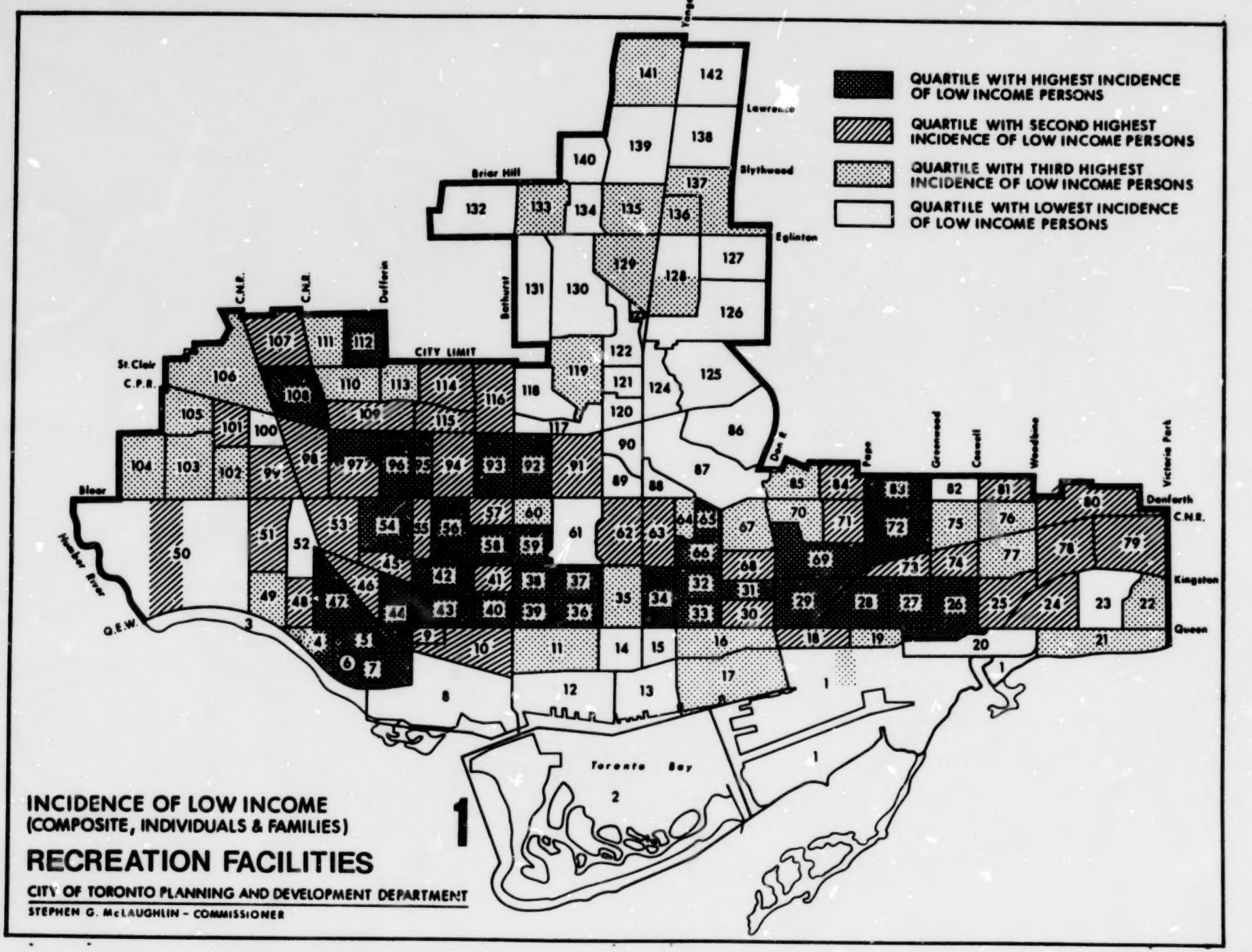
This is a relatively powerful indicator because it correllates well with other factors referred to previously. For example, 50% of individuals 65-69 years old and 63% of those over age 70 are living in poverty. Sixty-seven percent of women over age 75 are poor. Seniors (65+) currently represent 12.5% of Toronto's population. Eighty-three percent of lone-parent families in

Ontario are led by women. Forty-eight percent of women-led families are poor. Lone-parent families presently make up 15% of all families in Toronto. The Social Planning Council, in a report released last Fall, said that 346,000 Metro residents presently live in poverty; 119,000 of them are children under 15. The census totals for low-income families and individuals in Toronto (June, 1981) were 23,640 (17%) and 47,220 (34%) respectively.

Literacy is a basic prerequisite for full social and economic participation in our society. Fifty-two percent of lone-parent family heads achieved Grade 10 or less education. Of the City's total adult population, 21.8% achieved less than Grade 9 education. Unemployment is currently averaging 18% for youth and 11.5% for adults nationally. The average UIC benefit amount is 16.6% below the poverty line for unattached individuals, 36.9% below for a family of 2 with one person unemployed, and 59% below the line for a family of 4 with one unemployed. Even maximum benefits still leave individuals and especially families well below the poverty line. For those who have exhausted or do not qualify for UIC benefits, General Welfare Assistance leaves them even worse off.

In an attempt to summarize the incidence of low-income as it is distributed across the City, we developed a composite measure. Every tract in the City was ranked for low-income incidence, both in percentage of population and actual numbers, for both families and individuals. The total score for each tract from all four ratings was then used to rank all tracts against each other. This is presented in map form, using a quartile breakdown, on the next page (Map 1).

This material is provided as an important element for setting objectives and priorities for the distribution or appropriate redistribution of public recreation resources, especially programs and grants. Further refinement is required in order to achieve a system that is both sensitive to social conditions and prudent and equitable in the expenditure of public funds.


QUARTILE WITH HIGHEST INCIDENCE OF LOW INCOME PERSONS
QUARTILE WITH SECOND HIGHEST INCIDENCE OF LOW INCOME PERSONS
QUARTILE WITH THIRD HIGHEST INCIDENCE OF LOW INCOME PERSONS
QUARTILE WITH LOWEST INCIDENCE OF LOW INCOME PERSONS
Yonge
Lawrence
Brier Hill
Blythwood
Eglinton
C.N.R.
C.N.R.
Dufferin
Bathurst
CITY LIMIT
St. Clair
C.P.R.
Bloor
Humber River
Q.E.W.
Don R.
Pape
Greenwood
Coxwell
Woodbine
Victoria Park
Danforth
C.N.R.
Kingston
Queen
Toronto Bay
INCIDENCE OF LOW INCOME
(COMPOSITE, INDIVIDUALS & FAMILIES)
1
RECREATION FACILITIES
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
STEPHEN G. McLAUGHLIN - COMMISSIONER

Section III - The Recreation Facilities Inventory

The history of the City's Parks and Recreation Department bears witness to a longstanding municipal commitment to the provision of free recreational opportunities to all residents. The report Local Parks Outside the Central Core (1980), assessed the distribution of public open space in Toronto and set general priorities based on selected need indicators. It also recognized the role of school parks (improved school playgrounds) as equivalent and complementary to City-owned parkland in addressing local demand. Like a system of public open spaces, a range of recreation facilities is essential as a basic underpinning to a healthy urban neighbourhood.

In preparing an inventory of publicly accessible recreation facilities, our intent was to more completely reflect the full system of recreation resources in the City. Thus, besides counting City-run parks, recreation centres and arenas, we included public and separate schools, Association of Community Centres and Toronto Association of Neighbourhood Services, Boys and Girls Clubs, the YMCA/YWCA/JY, and appropriate Metro school and park properties. Given the extensive use of shared use and leasing agreements and a wide provision of City grants, this approach more fully captures the recreation system in Toronto's neighbourhoods. For each site, the following individual components were counted:

Outdoor Facilities	Indoor Facilities
Outdoor Natural Ice	Indoor Arena
Outdoor Artificial Ice	Indoor Pool
Outdoor Pool	General/Multi-Purpose Room
Wading Pool	Regulation Gym
Hardball Regulation	Auditorium/Theatre
Hard/Softball Scrub	Indoor Track
Softball Regulation - Lit	Squash/Racquetball
Softball Regulation - Unlit	Woodworking Industrial Arts
Football Regulation	Crafts
Football/Soccer Scrub	Public Libraries
Soccer Regulation - Unlit	Meeting Rooms
Soccer Regulation - Lit	Kitchen
Track Regulation	Fitness Room
Tennis - Lit	Home Economics - Instructional
Tennis - Unlit	Change Rooms
Playground	
Bocce	
Lawnbowling	
Beaches	
Parking	
Washrooms	

A separate comment section for each site records unique features, such as a daycare centre or special workshop, supplies further data such as room seating capacities, and records neighbouring public sites for cross referencing.

These data will soon be published and distributed as a separate planning tool. The master listing of sites will be organized by district (north, west, central, east) with maps showing all sites, numbered for easy reference to the listings. Each site listing, besides showing the facility count and comments, will identify the site by name, tenure, municipal address, census tract and ward/sub-division. This will allow individuals or planning groups to more easily perform local community resource assessments.

Before presenting an overview of the inventory results, some omissions should be noted. The inventory only records publicly-accessible sites and the facilities they contain. It does not record the intensity or variety of current program uses. Some facilities, such as tennis courts or ice pads, have obvious and relatively limited uses. Other, such as gyms and multi-purpose rooms, vary greatly in size and equipment and can be used for a multitude of social and recreational programs. Also, physical conditions like age, level of maintenance and "user friendliness" could not be weighted into our counts. Quality does, however, strongly affect use.

Moreover, while a substantial degree of community access was a minimum requirement for inclusion, this also varied widely. School-based facilities are only open after school hours, often at the discretion of the principal, and usually have restrictions on minimum numbers or insurance requirements. Some of the Ys charge a significant user fee that can limit access. Not all facilities have entrance ramps or elevators and that may influence use depending on age or a person's physical condition. So, while relatively accurate as a reference tool, planning groups and users will need to research these qualitative issues directly for their communities. Quality is assumed to be equal within categories for distribution assessment only.

Given the role that public recreation facilities play in underpinning healthy neighbourhoods, an assessment of their spatial distribution should be one component of capital budgetting. Measures of distance and people per facility play a practical role in assessing at least the basic supply of various facilities and their current distribution across the City. For clarification, we will separate some principal facilities into the following categories and briefly assess their distribution using tables and maps:

A. Ice Facilities

- arena ice pad
- artificial ice pad

B. Swim Facilities

- indoor pool
- outdoor pool

C. Ball Diamonds and Fields

- hardball regulation
- softball regulation (lit)
- softball regulation (unlit)
- hard/softball scrub
- football regulation
- soccer regulation (lit)
- soccer regulation (unlit)
- scrub fields

D. Tennis Facilities

- tennis (lit)
- tennis (unlit)

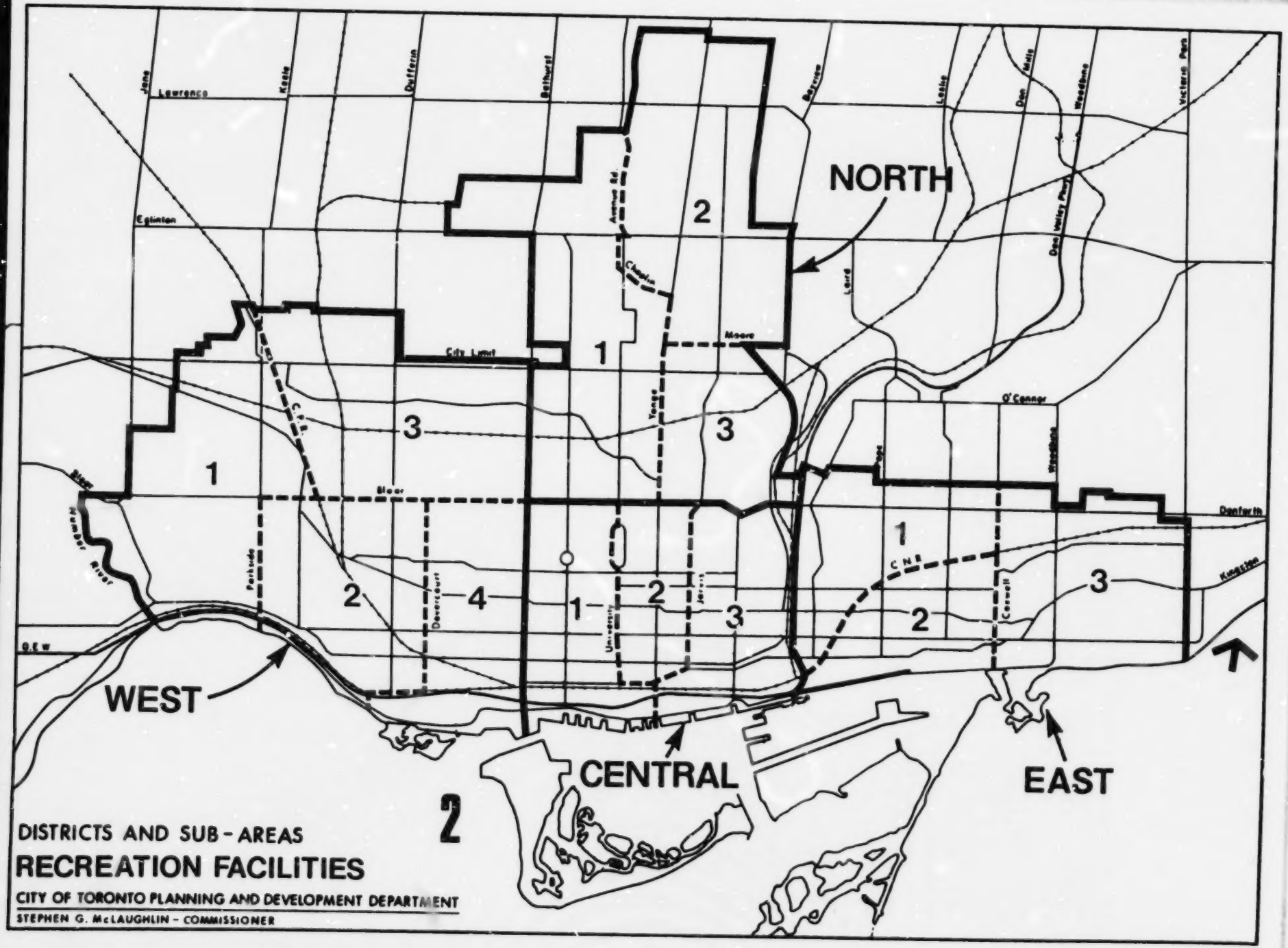
E. Major Indoor Facilities

- regulation gym
- general multi-purpose room
- auditorium

F. Neighbourhood Facilities

- playground
- wading pool
- natural ice rink

In order to assess distribution of the entire system of facilities, the City was divided into four large districts each consisting of three to four sub-areas. (See Map 2.) The districts are sufficiently large geographically and in terms of population for one to reasonably expect a full range of local, district and regional facilities. Sub-areas allow for a closer look at supply as local communities might experience it. Both categories use arterial roads, railway lines and topographic features as boundaries. The sub-areas reflect the catchment areas of recreation and community centres on the assumption that this approximates travel patterns and orientation.



DISTRICTS AND SUB-AREAS

RECREATION FACILITIES

2

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

STEPHEN G. McLAUGHLIN - COMMISSIONER

Since there cannot be an "ideal" people per facility ratio, the method used assumed that each area of the City ought to have roughly the same "basic" provision. The threshold for being above, at or below average was arrived at by dividing the total City population by the total number of a specified facility in the City, yielding the average number of people per facility. Thus, with a population of 599,217 people and 63 indoor pools in total, the current average would be 9,500 persons per indoor pool. For the North district, with a population of 143,010, an average provision would be fifteen pools. Given that there are only ten, the North is below average by five pools (shown as -5). Table 1 presents this material for selected facilities for the four districts and the City average.

Again, the average rating is used as a general assessment measure and is not to be treated as a "goal" for the City.

Before dealing with the distribution of selected types of facilities, attention should be directed to our use of categories. Two in particular need some emphasis. There is a very wide range in Playgrounds (size, equipment landscaping, maintenance). We defined them as consisting of at least a climbing structure or swings and a sand or sodded play area on a site that is at least 50% "soft". Asphalt schoolyards, for example, were not counted. Similarly, General and Multi-purpose Rooms includes (besides GP rooms in elementary schools) cafeterias, senior school playrooms and any other room capable of seating over 100 people, excluding gyms. Thus, while high in number, there is a wide quality variance within this category.

TABLE 1

LEVELS OF PROVISION OF PUBLIC RECREATION FACILITIES PER DISTRICT WITHIN THE CITY

	Thousands of Persons Per Facility				
Facility	North (143,010)	Central (87,007)	East (127,475)	West (241,725)	City Average (599,217)
Arena	47.5	87.0	127.5	60.5	66.5
Artificial ice rinks	16.0	11.0	16.0	18.5	16.0
Indoor pools	14.5	6.5	8.0	10.5	9.5
Outdoor pools	72.0	43.5	25.5	48.5	43.0
Hardball regulation	72.0	29.0	21.0	30.2	31.5
Softball regulation (lit)	144.0	--	42.5	34.5	54.5
Softball regulation (unlit)	14.5	43.5	7.5	12.0	13.5
Hard/softball scrub	8.0	8.5	4.5	12.0	8.0
Football regulation	24.0	17.5	18.0	16.0	18.0
Soccer regulation (lit)	--	--	127.5	121.0	--
Soccer regulation (unlit)	48.0	43.5	21.0	24.0	28.5
Scrub fields	12.0	17.5	5.5	15.0	10.5
Track regulation	29.0	87.0	42.5	30.0	35.0
Tennis (lit)	2.5	14.5	9.0	6.5	5.0
Tennis (unlit)	9.0	12.5	3.5	5.5	6.0
Regulation gym	14.0	5.0	6.0	8.5	7.5
General (multi-purpose room)	2.5	1.5	1.5	2.0	1.8
Auditorium/room	16.0	14.5	21.0	20.0	18.0
* Natural ice rinks	0.8	2.5	1.2	1.5	1.3
* Wading pools	1.2	0.4	0.8	0.8	0.8
* Playgrounds	0.3	0.1	0.5	0.5	0.4

* Based on number of children aged 0-14 rather than total population. Numbers not rounded off as in above facilities to reflect significant levels of provision.

A. Ice Facilities

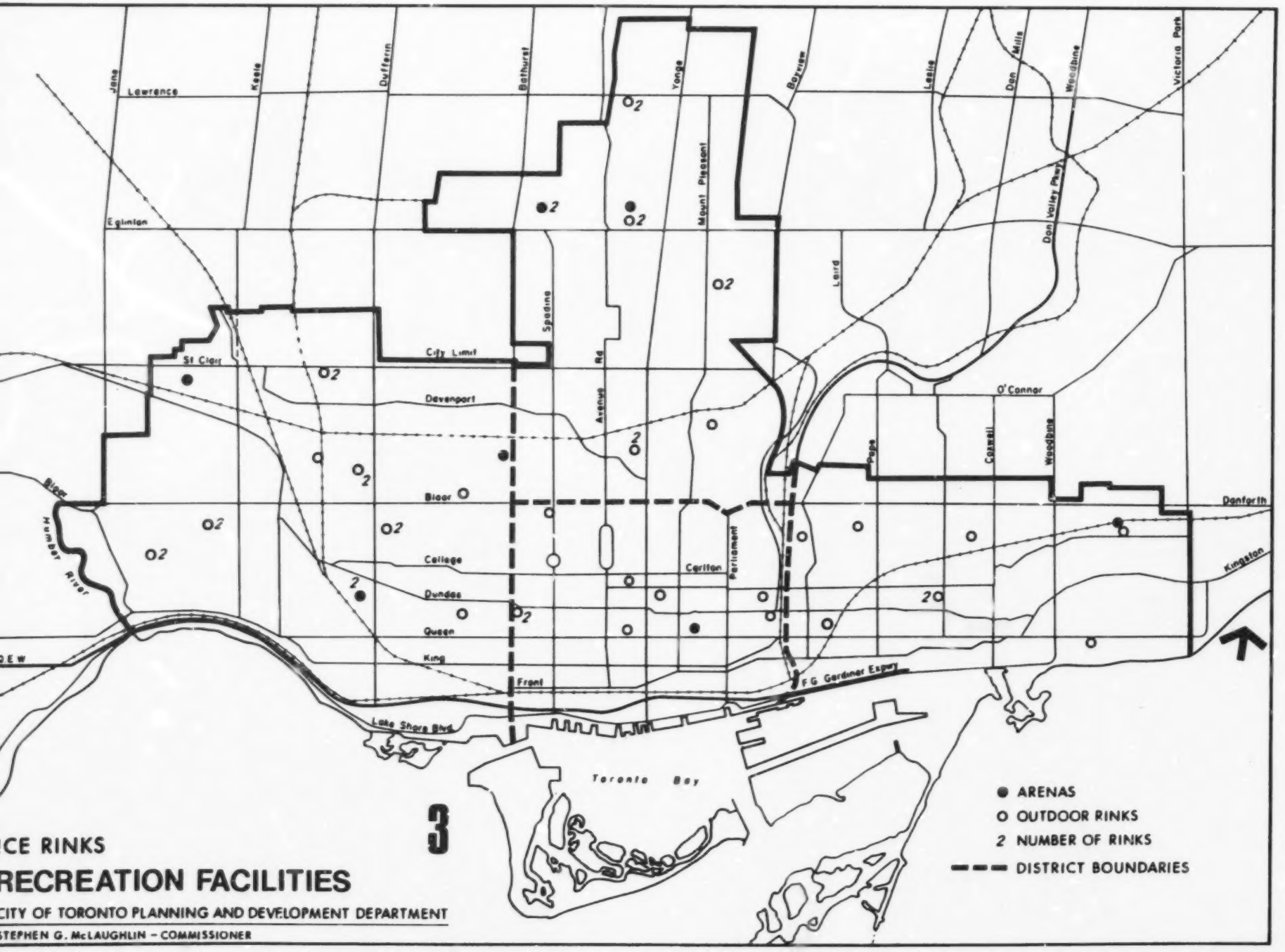
The current city average is one arena ice pad per 66,500 persons and one outdoor artificial ice pad per 16,000. The following table summarizes the district supply as rated against the City average. Map 3 shows the distribution of ice facilities across the City.

TABLE 2

SUMMARY OF SUPPLY OF ICE FACILITIES

Facilities	Total Number	Distribution by District		Relationship to City Average (+/-)	
Arenas	9 (2 arenas of the 7 in the City have double pads)	North	3	North	+1
		Central	1	Central	--
		East	1	East	-1
		West	4	West	--
Artificial Ice Rinks	38	North	9	North	--
		Central	8	Central	+1
		East	8	East	--
		West	13	West	-1

Reminder - comparative levels of provision are calculated by comparing the number of a particular facility the district has to the number it would have based on the City average.



3

ICE RINKS

RECREATION FACILITIES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

STEPHEN G. McLAUGHLIN – COMMISSIONER

Current Use

All arenas are booked to capacity during prime time. (The term prime time is synonymous with peak time periods such as weekends and weeknights.) Artificial ice rinks are also very heavily used on weeknights and weekends.

Depending on the arena, non-prime time use varies from 75% to 100%. Use of artificial ice rinks on weekdays is also substantial. With the exception of North Toronto arena which maintains ice in summer, the summer use of arenas is limited to infrequent rentals for such activities as ball hockey and special events.

Both artificial ice rinks and arenas have reserved ice time for local community groups. The majority of use is for hockey by children, teenagers and young adults. The existence of a large number of regulation-sized outdoor artificial ice rinks alleviates some of the tremendous demand for arena ice time by City residents.

Future Trends

Fear has been expressed in the last five years that a declining school population will negatively affect the operation of high-quality ice facilities in the City in the long run. To date, increased adult use has more than compensated for any lost use due to a slow decline in minor hockey.

Other Considerations

Some of the artificial ice rinks and arenas built in the City during the 1950s will require major structural upgrading between 1984 and 1990. The cost of such upgrading will be substantial. Capital costs associated with the construction of a new arena are in the order of $1,600,000 compared to $600,000-$700,000 for an outdoor artificial ice rink. Operating costs for both types of facility can be expected to escalate as the facilities age and labour costs increase.

Comparisons with the level of provision of Ice Facilities across Metro provides another perspective. For Arena ice pads, the Metro average is 40,000 people per pad with a range of 23,500 to 66,500 amongst the member municipalities. The City level is 66,500 persons per arena pad. For outdoor Artificial Ice, the Metro average is 55,000 persons per pad (City 16,000), with a range of 16,000 to 100,000. A blended average for all ice pads would be: City 41,500, Metro 47,500.

Arenas in adjacent municipalities are undoubtedly providing some ice time for City of Toronto groups, and vice versa. In addition, both De La Salle arena and St. Michael's arena, which are operated

by the Separate School Board, provide some ice time for City of Toronto residents and organized leagues, but at higher rental rates than City-run arenas.

Fees are currently charged for arena ice time and this may prevent their use by some people.

B. Swim Facilities

The current City average is one indoor pool per 9,500 persons and one outdoor pool per 43,000. Table 3 summarizes the district and City supply and Map 4 shows their current distribution.

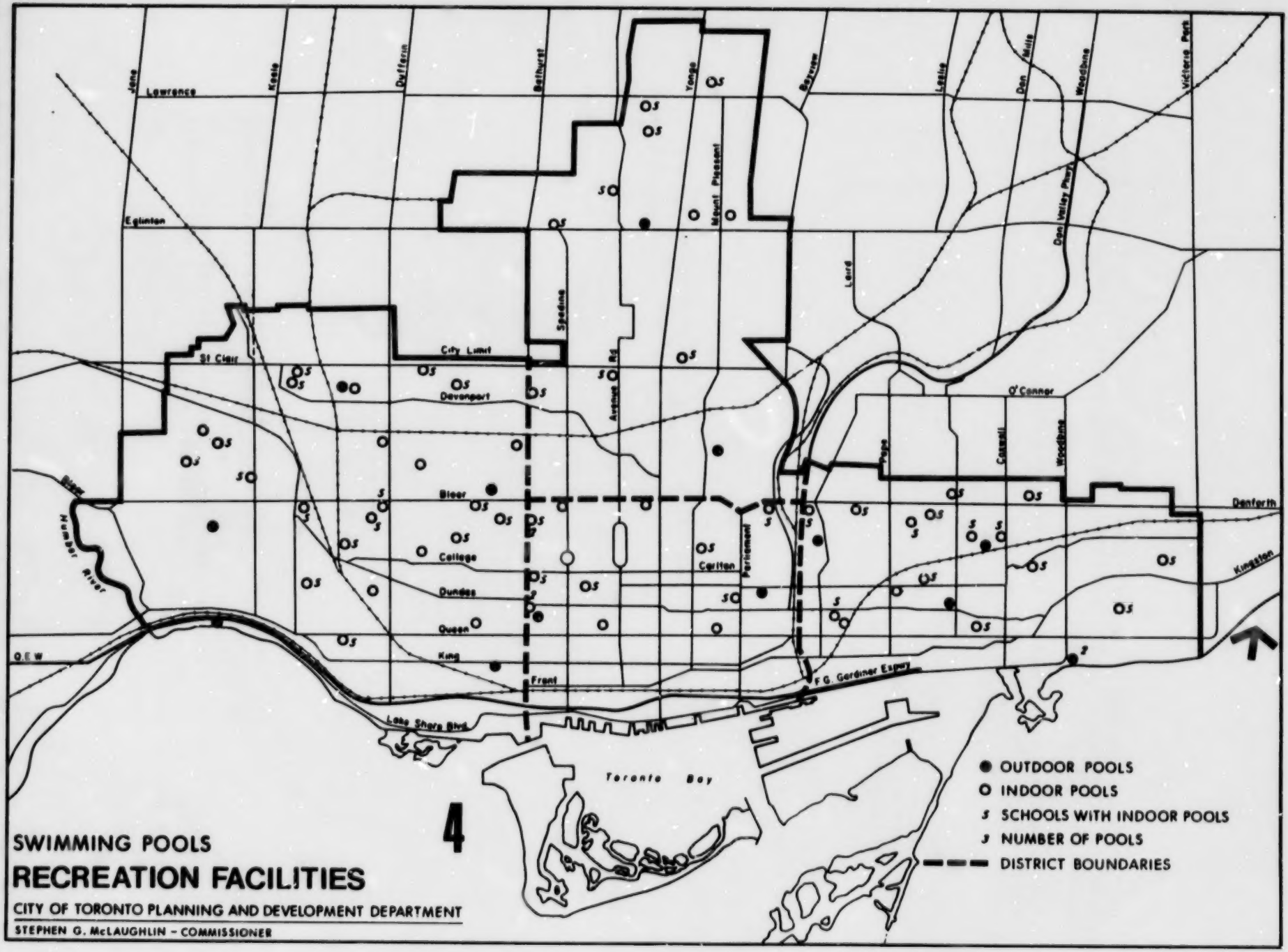
TABLE 3

Summary of Supply of Swimming Facilities

Facilities	Total Number	Distribution		Relationship to City Average (+/-)	
Indoor Pools	63	North	10	North	-5
		Central	13	Central	+4
		East	16	East	+4
		West	24	West	-2
Outdoor Pools	14	North	2	North	-1
		Central	2	Central	--
		East	5	East	+2
		West	5	West	-1

Current Use

Indoor pools are used to almost total capacity during summer weekdays for swim lessons. Limited additional instructional swim class times are available at all other times in the year which do not conflict with recreational swim times. School pools are obviously restricted from public use while regular educational classes are in session.



4

SWIMMING POOLS

RECREATION FACILITIES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

STEPHEN G. McLAUGHLIN - COMMISSIONER

Outdoor pools are only used for recreational swimming during their limited season, which commences in mid-June and ends on Labour Day. Attendance varies dramatically depending on the weather. Children and teenagers comprise a majority of the users.

Future Trends

Swimming is one of the most popular recreation activities among all age groups. There is no reason to expect diminished use of City of Toronto pools in the future.

Other Considerations

The capital costs of a 25-metre indoor pool are very high, generally in the order of $1,200,000.

Outdoor pools are somewhat less expensive and serve the purpose of accommodating high attendance peaks in the summer season, but the season is very short and the benefit received is offset by the cost of opening, closing and winterizing these pools. For this reason, few municipalities in Ontario continue to build outdoor pools. Some have even closed existing outdoor pools in favour of new indoor pools which cater to year-round demand.

Some of the outdoor and indoor pools in the City will require major renovations before the end of this decade.

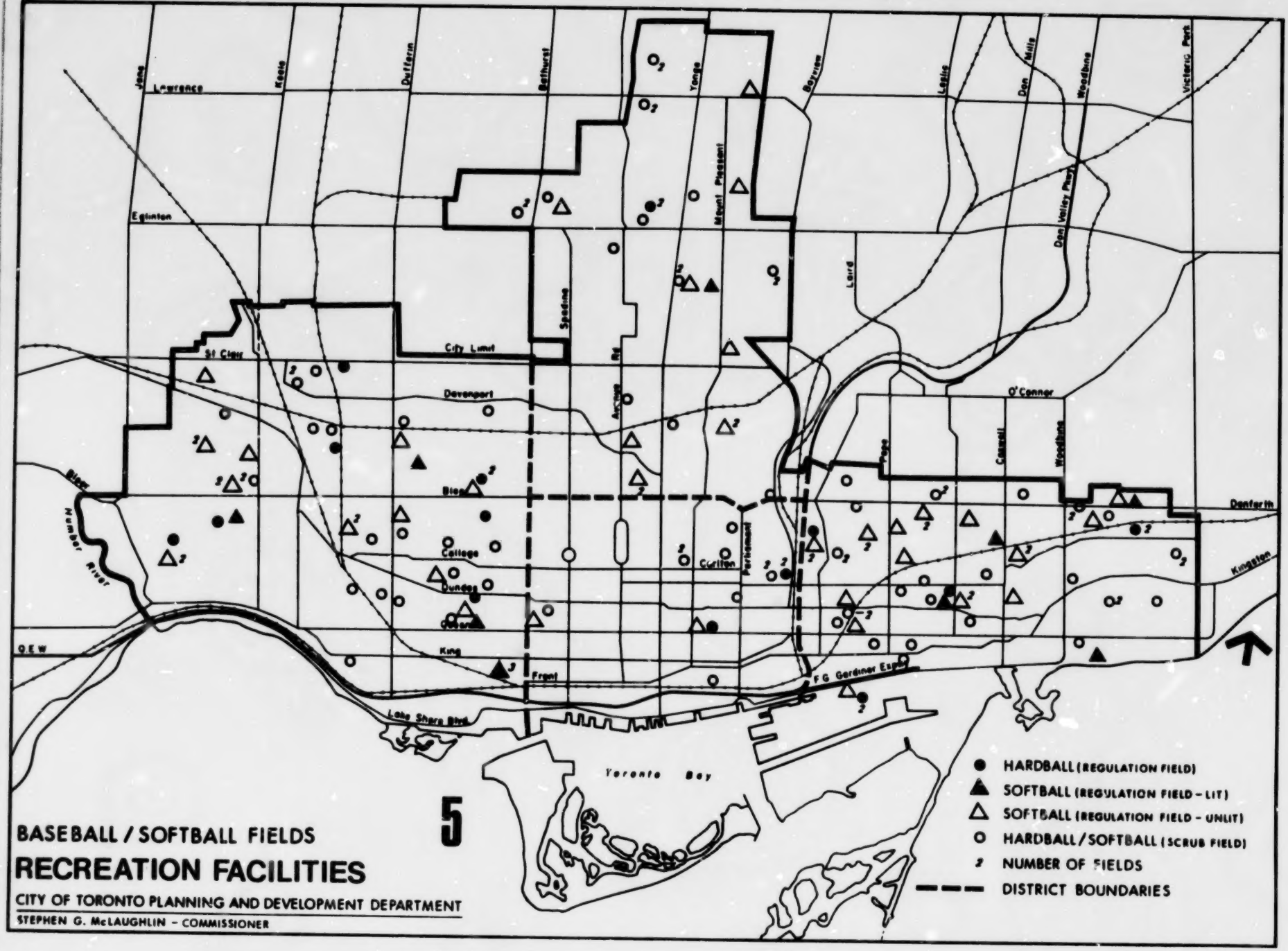
Comparable Metro figures for Indoor Pools would be an average of 26,500 persons per pool with a range of 9,500 to 43,000 amongst the member municipalities (City 9,500). For Outdoor Pools, the Metro average is 42,000 persons per pool (range 17,500 to 63,000). The City average is 43,000. A 1983 Metro study documented a high and growing demand for swim facilities and recommended new construction, especially for indoor pools with year-round use.

C. Ball and Field Facilities

The following are the current City averages for provision of these facilities:

1 hardball regulation per 31,500
1 softball regulation (lit) per 54,500
1 softball regulation (unlit) per 13,500
1 scrub diamond per 8,000
1 football regulation per 18,000
Only 2 soccer regulation (lit)
1 soccer regulation (unlit) per 28,500
1 scrub field per 10,500
1 track regulation per 35,000

The accompanying tables and Maps 5 & 6 present distribution information.



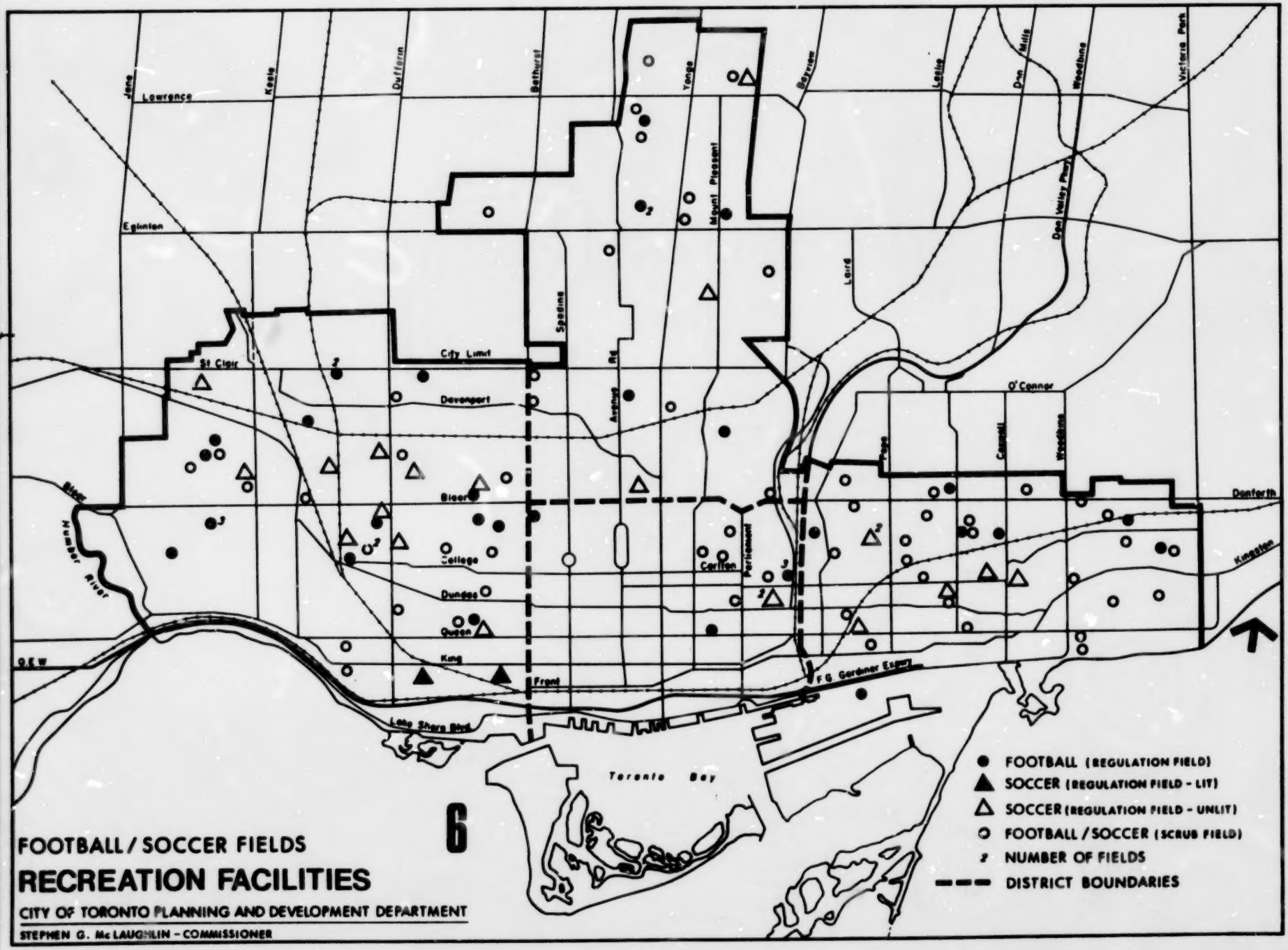
5

BASEBALL / SOFTBALL FIELDS

RECREATION FACILITIES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

STEPHEN G. McLAUGHLIN - COMMISSIONER



6

FOOTBALL / SOCCER FIELDS

RECREATION FACILITIES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

STEPHEN G. Mc LAUGHLIN - COMMISSIONER

Table 4

SUMMARY OF SUPPLY OF BALL FACILITIES

Facilities	Total Number	Distribution by District		Relationship to City Average (+/-)	
Hardball Regulation	19	North	2	North	-2
		Central	3	Central	--
		East	6	East	+2
		West	8	West	--
Softball Regulation (lit)	11	North	1	North	-1
		Central	--	Central	-1
		East	3	East	+1
		West	7	West	+2
Softball Regulation (unlit)	44	North	10	North	--
		Central	2	Central	-5
		East	17	East	+8
		West	15	West	-3
Hard/Softball Scrub	76	North	18	North	--
		Central	10	Central	-1
		East	28	East	+12
		West	20	West	-10

Table 5

SUMMARY OF SUPPLY OF FIELD FACILITIES

Facilities	Total Number	Distribution by District		Relationship to City Average (+/-)	
Football Regulation	33	North	6	North	-2
		Central	5	Central	--
		East	7	East	--
		West	15	West	+2
Soccer Regulation (lit)	2	North	--	North	--
		Central	--	Central	--
		East	--	East	--
		West	2	West	--
Soccer Regulation (unlit)	21	North	3	North	-2
		Central	2	Central	-1
		East	6	East	+2
		West	10	West	+2
Scrub Fields	57	North	12	North	-2
		Central	5	Central	-3
		East	24	East	+12
		West	16	West	-7
Track Regulation	17	North	5	North	+1
		Central	1	Central	-1
		East	3	East	-1
		West	8	West	+1

Current Use

All regulation baseball, softball, football and soccer facilities are used to total capacity by organized groups during prime time on weeknights and weekends. Demand is so great for soccer and ball facilities that even scrub facilities which are not really designed for league play are often used for this purpose. Track facilities receive medium use outside of school hours. Football facilities when not used by football leagues during prime time are used by organized soccer groups.

Future Trends

Soccer is one of the fastest-growing sports in Canada and there are no indications that this growth trend will not continue. The phenomenal growth in softball and baseball in the City can be largely attributed to job-related leagues and increasing adult, co-ed participation.

Other Considerations

Further provision of ball and soccer facilities in the City is largely dependent on additional open space being made available. Significant amounts of public lands, including leased church, provincial and metropolitan lands, are currently being used to their full facility potential.

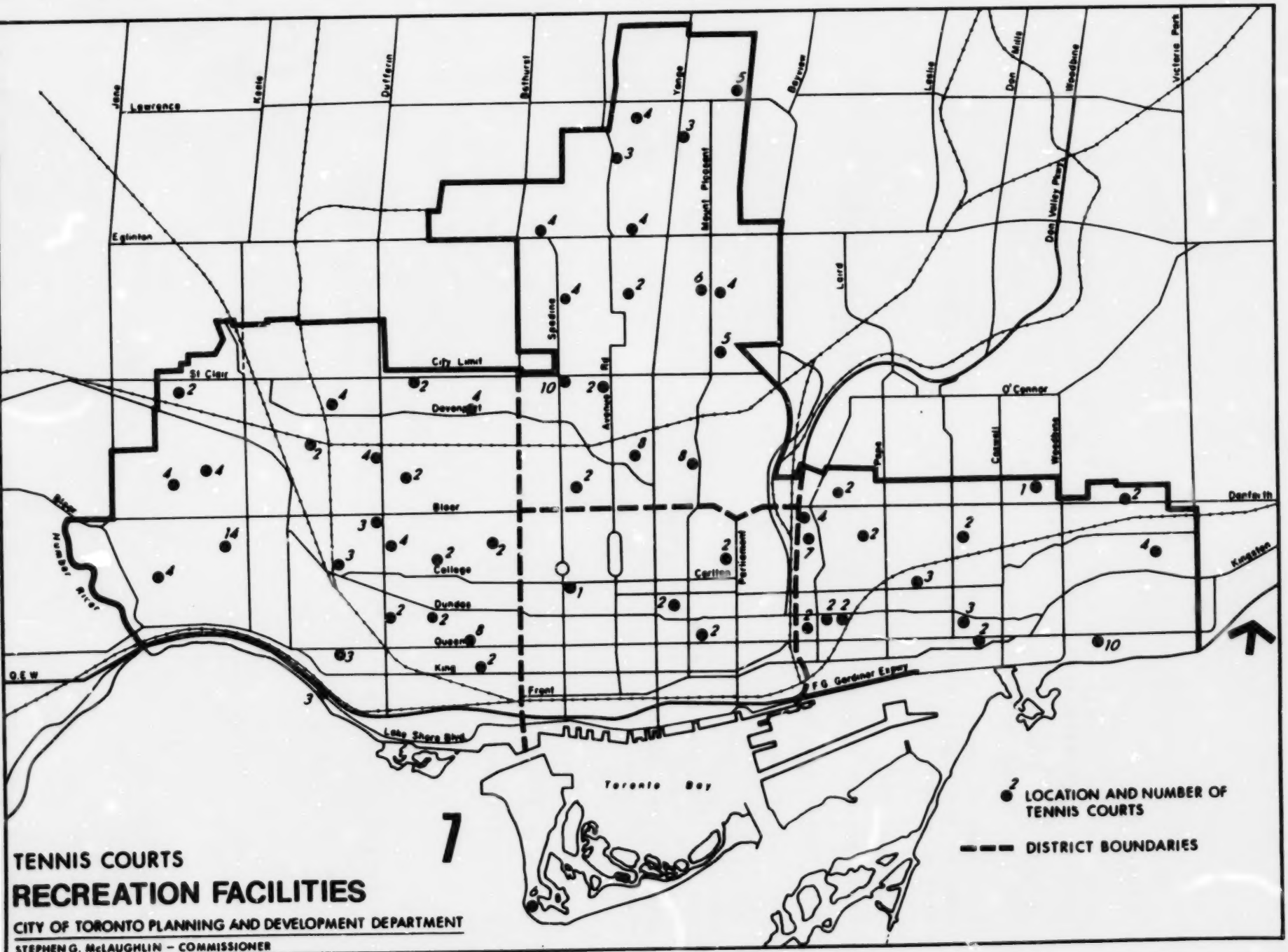
D. Tennis

The current average is one court per 2,500 people. Supply is distributed as following on Table 6 and Map 7:

Table 6

SUMMARY OF SUPPLY OF TENNIS FACILITIES

Facilities	Total Number	Distribution by District		Relationship to City Average (+/-)	
Tennis (lit)	114	North	58	North	+31
		Central	6	Central	-11
		East	14	East	-10
		West	36	West	-10
Tennis (unlit)	101	North	16	North	-8
		Central	7	Central	-8
		East	34	East	+13
		West	44	West	+2


Lawrence
Eglinton
St Clair
Davenport
City Limit
Bloor
College
Dundas
Queen
King
Front
Lake Shore Blvd
Toronto Bay
Dufferin
Bathurst
Yonge
Spadina
Avenue Rd
Mount Pleasant
Bayview
Leslie
Don Mills
Woodbine
Victoria Park
Don Valley Park
Carlton
Parliament
Lord
Pape
Cassell
Woodbine
O'Connor
Danforth
Kingston
Humber River
Q.E.W
F.G. Gardener Expwy
LOCATION AND NUMBER OF TENNIS COURTS
DISTRICT BOUNDARIES
7
TENNIS COURTS
RECREATION FACILITIES
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
STEPHEN G. McLAUGHLIN – COMMISSIONER

Current Use

Some tennis courts are open to the general public at all times. Others, including almost all of the lit courts, are operated by local community clubs or large permit groups of 40 or more individuals. In the latter cases, hours available to the general public are restricted to certain times.

All tennis courts in the City are used to full capacity in prime time on weeknights and weekends. Heavy use during the weekday is also a common occurrence.

Future Trends

Participation in tennis is expected to stabilize in the future.

Other Considerations

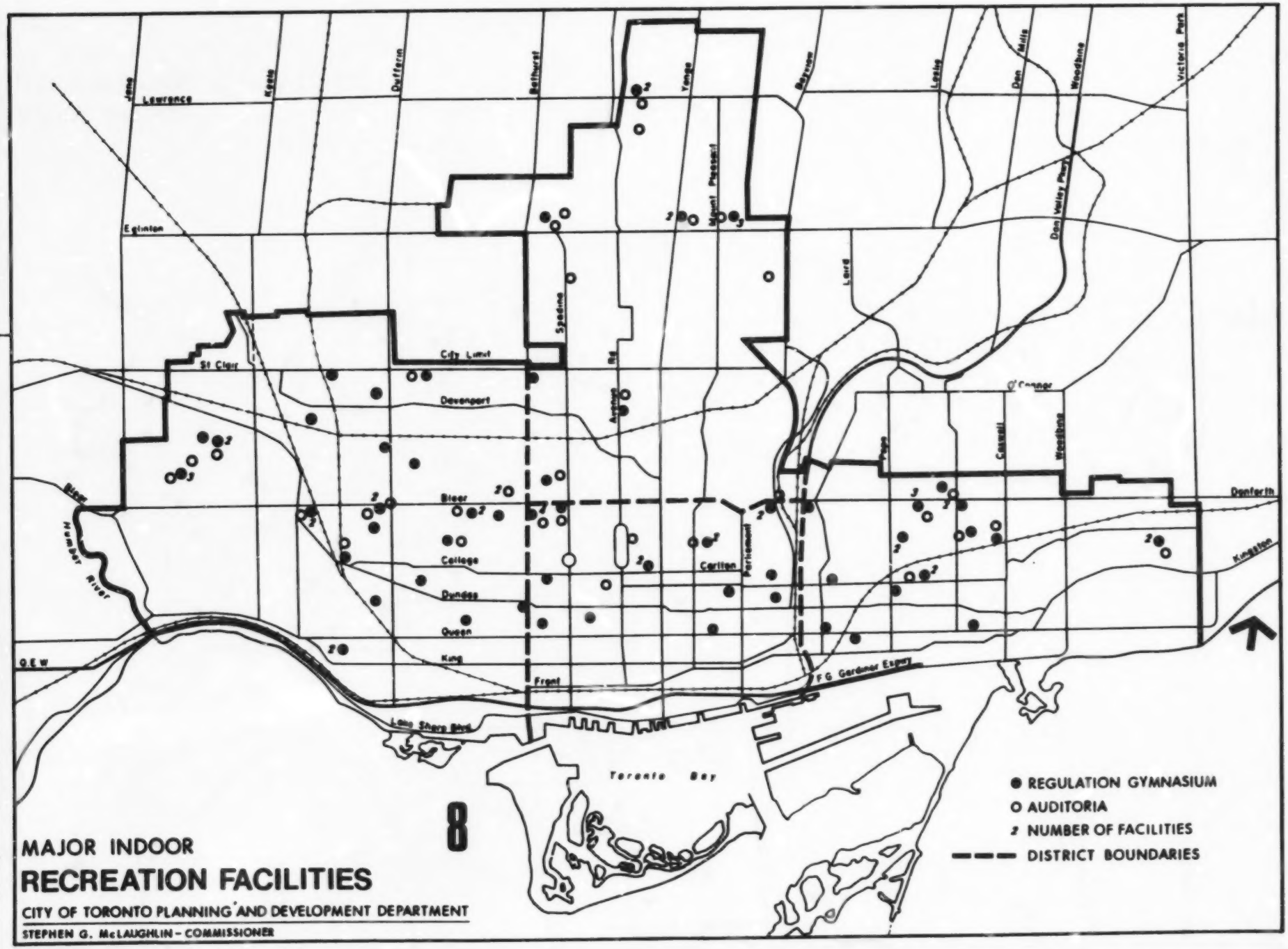
Lack of City-owned or leased land capable of accommodating tennis courts constrains further provision of this facility. Some Schoolyard space in some areas of the City represents the major remaining possibility for additional tennis courts. Multiple use can be achieved by adding basketball hoops or lining some courts for ball hockey. A Metro comparison shows an average of 3,000 people/court with a range of 1000 to 8,500 for the member municipalities; the City average is 2,500.

E. MAJOR INDOOR FACILITIES

Facility averages are:

1 regulation gym per 7,500
1 general/multi-purpose room per 1,800
1 auditorium per 18,000

Current provision is shown on Table 7 and Maps 8 & 9.

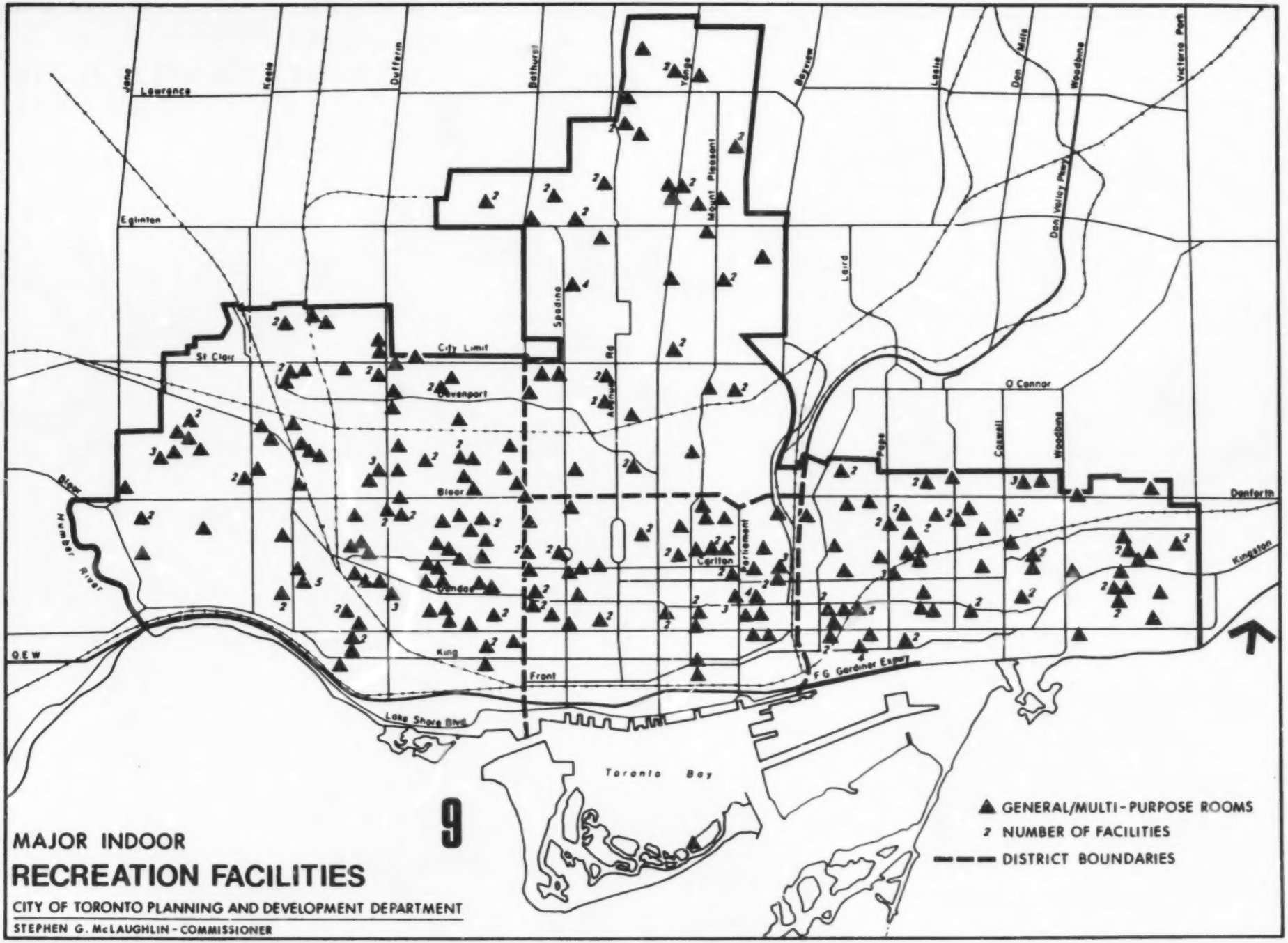


8

MAJOR INDOOR
RECREATION FACILITIES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

STEPHEN G. McLAUGHLIN - COMMISSIONER



9

MAJOR INDOOR
RECREATION FACILITIES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

STEPHEN G. McLAUGHLIN - COMMISSIONER

Table 7

SUMMARY OF SUPPLY OF MAJOR INDOOR FACILITIES

Facilities	Total Number	Distribution by District		Relationship to City Average (+/-)	
Regulation Gym	78	North	10	North	-9
		Central	18	Central	+6
		East	21	East	+4
		West	29	West	-2
General/Multi-purpose Room	324	North	53	North	-24
		Central	60	Central	+13
		East	84	East	+15
		West	127	West	-4
Auditorium	33	North	9	North	+1
		Central	6	Central	+1
		East	6	East	-1
		West	12	West	-1

Current Use

Auditoria are infrequently used outside of school hours. Gymnasia and general/multi-purpose rooms are used to almost total capacity in prime time on weeknights and weekends. Non-prime use is at least 50%. The school boards have waiting lists for these high-demand facilities.

Use of gymnasia and general multi-purpose rooms is very broad. Volleyball, basketball, badminton and gymnastics/fitness are the most popular activities. Such spaces are also utilized for meetings, workshops, instructional classes, etc.

Future Trends

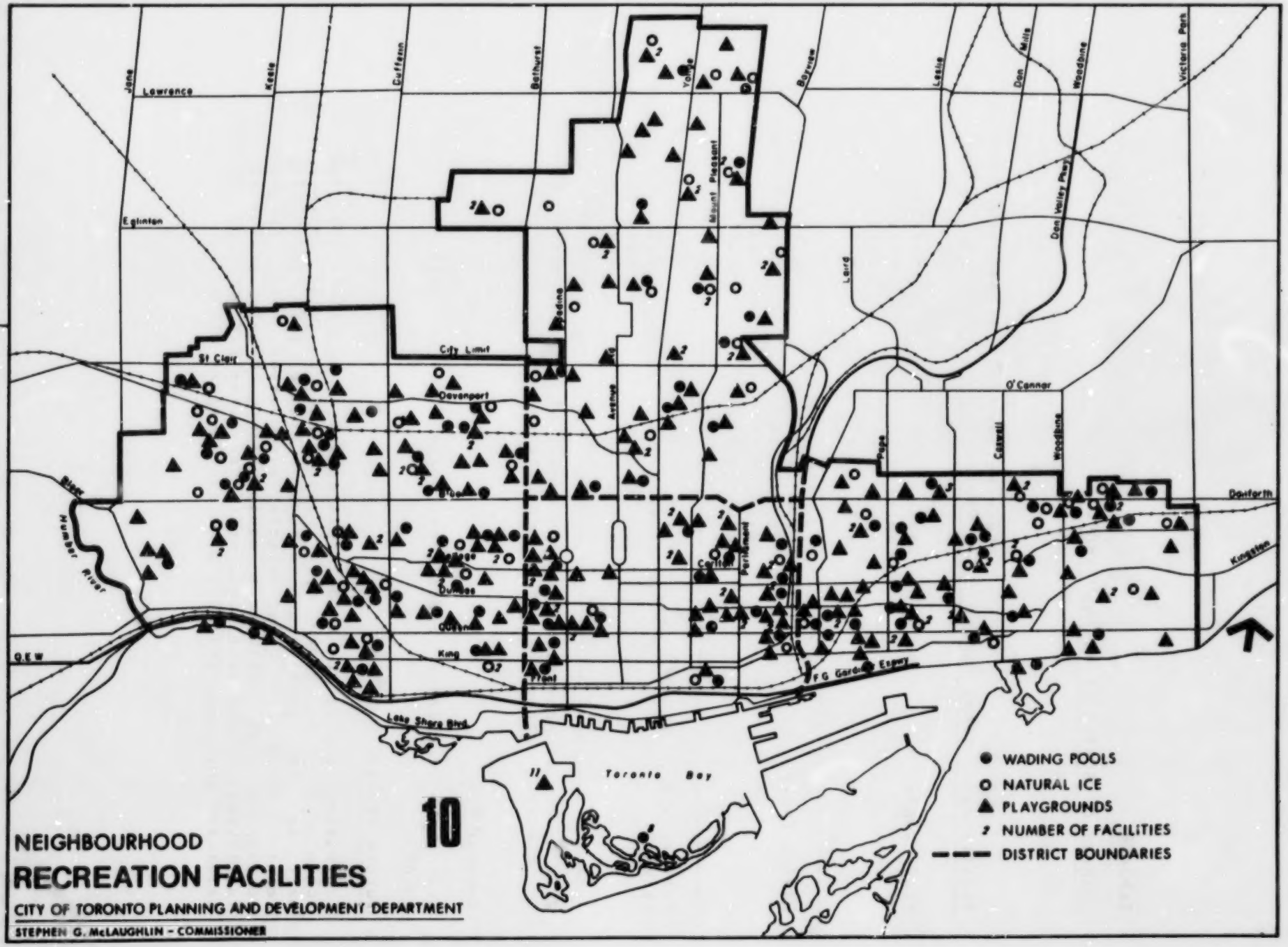
Projected increased leisure time for adults will result in more demand for large, multi-purpose indoor spaces.

Other Considerations

It is a standard City practice to provide a gymnasium when a recreation centre is built. General multi-purpose rooms are frequently essential components of settlement houses and community centres which provide services also related to the social realm.

F. Neighbourhood Facilities

Facilities geared to children ages 0-14 averaged out across the City as follows: one playground per 400 children, one wading pool per 800, and one natural ice rink per 1,300. Their present distribution is shown on Map 10 and the following table.



10

NEIGHBOURHOOD

RECREATION FACILITIES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

STEPHEN G. McLAUGHLIN - COMMISSIONER

Table 8

SUMMARY OF SUPPLY OF NEIGHBOURHOOD FACILITIES

Facilities	Total Number	Distribution by District		Relationship To City Average (+/-)	
Playgrounds	260	North	53	North	+6
		Central	51	Central	+23
		East	65	East	--
		West	91	West	-29
Wading Pools	110	North	14	North	-6
		Central	26	Central	+14
		East	28	East	--
		West	42	West	-8
Natural Ice Rinks	75	North	22	North	+9
		Central	4	Central	-4
		East	19	East	--
		West	30	West	-5

N.B. Levels of provision based on number of children aged 0-14 per district rather than total population

Current Use

Even with declining enrollment, these sites are well used year-round.

Future trends

Increasing use of the school park option, i.e. renovating asphalt schoolyards into green open space, and periodic renewal of existing city parks both stress multiple uses. Scrub fields, tennis courts and quiet sitting-out areas are frequently juxtaposed with children's equipment to create a family of facilities. These multi-age, multi-use sites are proving to be safer and more user-friendly than single-sport sites.

Other considerations

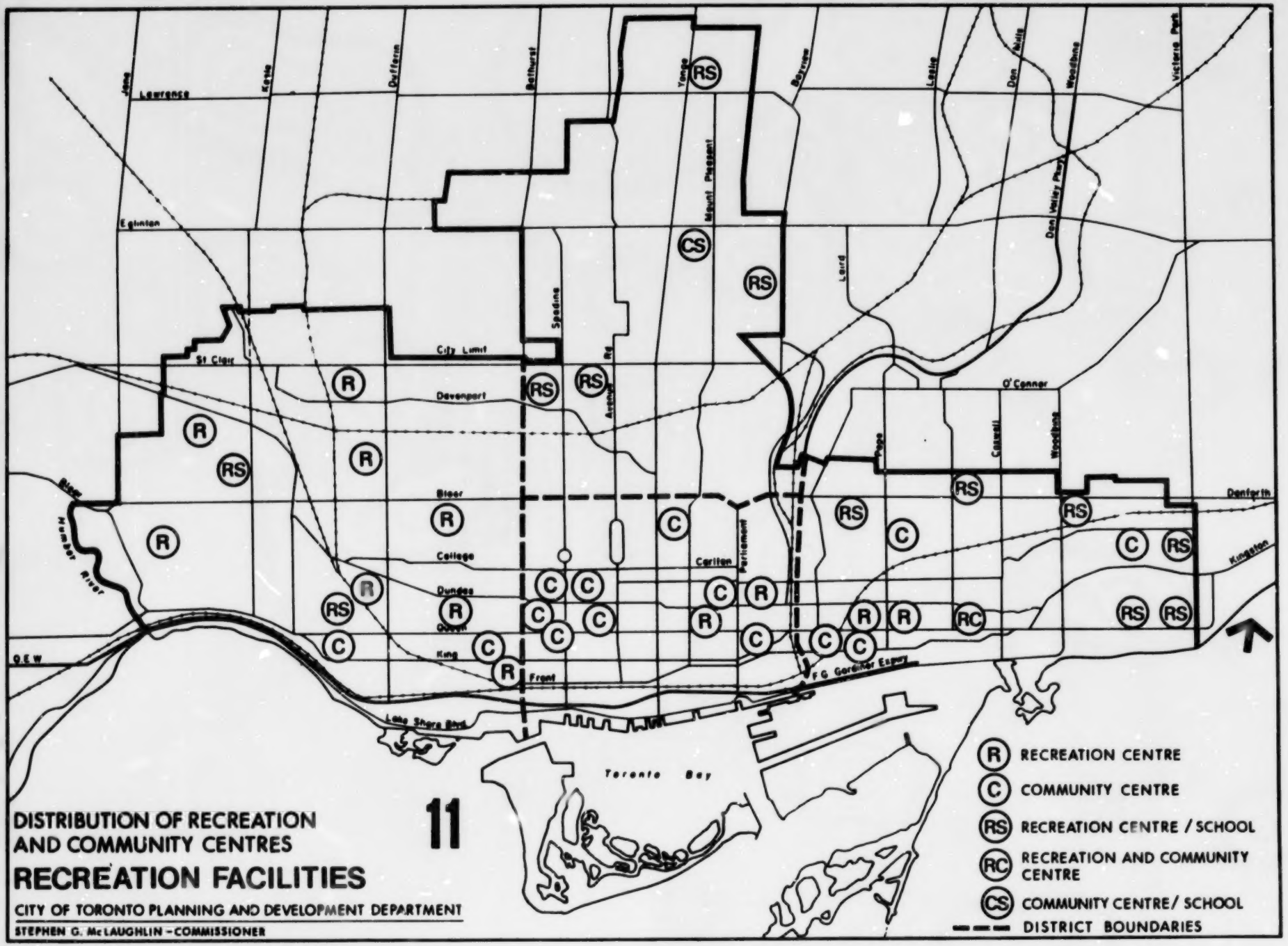
Low capital cost makes new provision or redistribution of these facilities a relatively inexpensive option.

o o o o o o o

The above review of facility distribution across the City was done at the district level for a large range of types. Table 9 below used the same method to assess some facilities at the sub-area level (see Map 2). This more closely approximates the community scale and indicates where additional improvements are most needed.

Our distributional assessment is based on discrete facilities, eg. pools, gyms, courts. Major added benefits arise from clustering many facilities, and programs, into multi-service centres. Be they recreation or community centres, these places serve as community focal points and are important anchors or social reference points for local communities. While the total impact of this cannot be measured in quantitative terms, the quality of service as perceived by residents and users is critical.

Map 11 illustrates this by presenting the current distribution of centres across the city. Boys and Girls clubs, arenas and elderly persons' centres were omitted because of their limited focus. The Ys were left off because fees may well inhibit community access. In scanning this map it should be noted that recreation centres in schools, while efficient in the use of capital and program funds, are largely unavailable on weekdays from 8-6 for nine months of the year. Moreover, the program emphasis for recreation centres is, obviously, recreation, while community centres usually accent social and community programming while providing some recreation as well.



DISTRIBUTION OF RECREATION AND COMMUNITY CENTRES

11

RECREATION FACILITIES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

STEPHEN G. McLAUGHLIN – COMMISSIONER

TABLE 9

SUB-AREA FACILITIES LEVELS OF PROVISION BY DISTRICT COMPARED TO CITY LEVEL OF PROVISION

	North			Central			East			West			
	Sub-area			Sub-area			Sub-area			Sub-area			
	1	2	3	1	2	3	1	2	3	1	2	3	4
Indoor pools	-2	-2	-1	+6	-1	-1	+5		-1	-1		-1	
Softball regulation (unlit)		-1	+1	-1	-2	-2	+6	+2		-1		-1	-1
Hard/softball scrub	-2	+2		-1			+4	+4	+4	-4	-2	-2	-1
Football regulation	-3	+1					+1		-1	+4	-2		
Soccer regulation (unlit)	-1		-1	-1	-1	+3	+1	+1	-1	+1	+1		
Scrub fields	-3	+2	-1	-2	-1		+5	+2	+5	-1	-1	-5	
Tennis (lit)	+16	+9	+6	-4	-4	-3	-6	-4		+8	-7	-4	-7
Tennis (unlit)	-7	-3	+2	-2	-1	-5	+7	+4	+2	+8	-8	-5	+6
Regulation gym	-4	-2	-2	+4		+1	+8	+1	+5	-1		-2	+1
General (multi-purpose room)	-7	-13	-3	+7	-2	+9	+7	+4	+3		-4	-6	+5
* Natural ice rinks	+3	+3	+2	-1	-2	-1					-2	-2	-1
* Wading pools	-5	-1		+5		+8					-4	-4	
* Playgrounds	+2	+2	+2	+11		+11				-6	-10	-11	-2

* Based on number of children.

Where ratings not shown, provision is at or very near City average.

Conclusion

This report has attempted to make four major points. First, this is an era characterized by high social and economic stress and a concern for the prudent management of resources. Public resource systems such as recreation need to become highly sensitive to local variations in need, demands and preferences. The planning process requires extensive local input in order to efficiently and effectively determine the distribution or appropriate redistribution of recreation facilities and programs. Rather than selling a pre-designed product, a more intensive "market research" process should precede program implementation.

Second, the current distribution of incomes across the City ought to be an important, but not the only consideration in allocating services. Especially for program provision or funding, more attention should be given to the role of recreation as a support service much depended upon by low-income persons. Around this concern in particular, the recreation/social service distinction ought to be minimized along with any barriers to full participation and consultation between both areas.

Next, because we have a maturing infrastructure which must respond to demands for elective, leisure-time recreation, factors such as distribution, age and maintenance conditions and degree of actual use become important. The decision as to whether and how to renew the existing plant can and ought to be approached creatively. Increasing the range of activity options and responding to changed community characteristics can extend the benefits accruing from the public expenditure.

Council has been and will continue to be committed to weighing and responding to the demand for facilities in local areas and the distribution of those facilities across the City in its allocation of resources. An "Above Average" provision of facilities and programs may be justified in an area of "High" Need/Demand. An "Above Average" provision in an area of "Low" Need/Demand may allow for some flexibility in redistributing resources to areas where the social benefit would be greater.

For example, Table 9 (page 41) documents a consistently Below Average provision of recreational facilities in sub-areas 2 and 3-West. Map 1, "Incidence of Low Income", (page 20) indicates that a large majority of the census tracts comprising these same sub-areas include a high incidence of persons with low income. This coincidence of factors would argue the high priority for improvements or additions to local recreation resources.

Finally, given the number and diverse philosophies of the main actors in the total recreation system, prior consultation in program and capital planning must be improved. The City has come to rely on the facilities and the program offerings of these other

groups to balance or complement its own. Issues of accessibility, program compatibility and distribution are key service concerns if this system is to respond to the needs of Toronto residents.

To be better able to project long-term capital and, to a degree, operating budget requirements, current consultations with outside organizations must be based on a longer timeframe. Our departments have gained considerable experience in this area via such vehicles as school park improvements, shared use agreements, and general/recreation grants. Greater emphasis must be placed on developing and sharing information related to facility use, program attendance, maintenance and renovation planning and locally-initiated program and facility requests. Through advance consultation and coordinated action, economies can be achieved while an improved system of facilities and programs is developed.

Recommendations

1. That the Department of Parks and Recreation, in consultation with the Department of Planning and Development, assess the supply of public open spaces and recreation facilities to identify maintenance/renewal requirements that offer opportunities to address some of the needs and priorities resulting from locally-based planning efforts and identified in this report.

2. That, based on the above undertaking, the Department of Parks and Recreation take the lead role in setting objectives and priorities for the distribution or appropriate redistribution of recreational facilities and programs in the City. The criteria to be used in the above exercise shall consist at least of the:

   - degree of local need;
   - preferences and priorities expressed by local residents and organizations; and
   - current assessment of facility supply including ratio to population, physical condition and maintenance requirements and actual use.

3. That the Department of Parks and Recreation take on the responsibility of maintaining and updating the City-wide computerized inventory of public recreational facilities and make this available to the public.

4. That the Department of Planning and Development take on the responsibility of maintaining and updating a comprehensive demographic profile data base and make this available to the public along with appropriate consultative resources.

* * * * *

APPENDIX F

APPENDIX F

PROCEDURES FOR FUTURE DEVELOPMENT OF CITY-FUNDED RECREATION AND COMMUNITY CENTRES

A. Introduction

Over the past few years, the City has supported the development of both City-operated recreation centres and City-funded community centres. These two types of facilities can be distinguished by the degree of emphasis placed on the provision of community service versus recreation programs and their management structures. The City currently lacks a policy and written procedures as to how a service development process that arrives at a choice between these two types of centres should proceed. Consequently, the process itself and the final selection decision have displayed some of the following:

- Insufficient representation of relevant parties.
- Lack of clear expectations with respect to local planning structures and group composition.
- Inadequate needs and resources studies.
- Lack of written criteria to be used in determining proposals eligible for Council consideration.
- Exploration of an inadequate variety of alternatives for potentially meeting local needs.
- Lack of clear opportunities for normal response by City departments and community agencies to identified needs and proposed service/centre development alternatives.
- Lack of criteria to be used in selecting program/service emphasis of final proposal and appropriate management structure.

B. Purpose of Guidelines

These guidelines have been developed to ensure that emerging community groups will be aware from the outset of the criteria that Council will use in deciding on the merits of City support for specific proposals arising from neighbourhood needs identification and service development efforts.

Generally speaking, local service planning efforts can be seen as proceeding through three stages:

- Formation of a group of people and organizations around perceived problems or issues.
- Identification and assessment of local needs and available resources.
- Development of a detailed proposal for addressing the identified issues and problems.

These guidelines are organized around these three stages.

STAGE I - Initiation

The initiation of some neighbourhood process that ultimately leads to a new facility or the expansion or modification of an existing community or recreation agency can take many forms. It can result from groups of neighbourhood residents coming together to deal with a specific perceived need or issue or it could be generated by another process, e.g. Neighbourhood Improvement Program. A group of agencies providing service might also initiate such a process to facilitate a more comprehensive system of services in the neighbourhoods they serve.

These guidlines do not prescribe a particular form that the initiation of neighbourhood needs identification and service development initiatives should take. They do, however, identify the criteria that Council will use in considering the merits of requests for City support for specific proposals that may emerge from such local initiatives.

It is recognized that these guidelines tend to be oriented to existing communities. Where there is no existing community, e.g., St. Lawrence, the planning process would need to include special provision such as the involvement of agencies providing services in surrounding areas.

PHASE II - Identification of Needs and Resources

Guidelines

1. No proposal for a City-supported recreation or community centre will be considered prior to the completion of a study of local needs and resources.

2. Greater consideration will be given to studies involving the participation of the following:

    - local residents
    - community and recreation agencies currently providing service in the local area.
    - representation of the Department of Planning and Development.
    - representation of the Department of Parks and Recreation.

3. The local needs and resources study should take into consideration existing statements of city-wide needs and priorities.

4. A report on needs and resources shall be submitted to Council for its consideration and comment.

5. Following the completion of the needs and resources study, a report on Service Options must be prepared for Council consideration. This Options Report must provide evidence that at least the following 4 options were adequately considered:

    1. Needs not sufficient for further action.

    2. Existing organizations can co-ordinate activities to meet the identified needs without further City action other than monitoring of progress.

    3. Needs can be met by existing organizations but additional City resources are required. This option must be accompanied by an approximate cost of City resources required for the first 3 years.

    4. City initiative is required to develop a new facility. Again this option must be accompanied by an approximate cost to the City for the first 3 years.

    If either Option 3. or 4. is being recommended, the following steps must be undertaken.

    a) Request for written responses on the Needs, Resources and Options Report shall be made to appropriate civic departments and community agencies and the responses shall be included in the report submitted to Council. A request for such response within one month shall be deemed adequate.

    b) The report with written responses attached shall be submitted to Council for its review and request for approval in principle.

PHASE III - Development of Detailed Proposal (if 3. or 4.)

Guidelines:

If Option 3. is approved in principle by Council, a detailed proposal must be developed and it must contain the following:

1. Report on community consultation process followed.

2. The types of services needed and the priorities for service development.

3. The existing organizations to be involved and the roles that each should play.

4. Documentation stating that the identified organizations are willing to perform the roles proposed and the necessary

conditions for such participation, given Council approval of the proposal.

5. The nature and extent of non-City resources that will be utilized and the likelihood that these will be forthcoming.

6. A review of various management/organizational structures that could be utilized and a recommended model.

7. Estimated costs to the City of the proposal and the proposed methods of accountability.

Proposal submitted to Council for decision.

If Option 4. is approved in principle by Council, a detailed proposal must be developed and it must contain the following:

1. Report on community consultation process followed.

2. The types of services needed and their priorities.

3. The reasons why a new agency and/or facility is required.

4. A review of various management/organizational models considered, a recommended model, the criteria used in making the recommendation and a description of how the model would fit into existing funding structures of the City.

5. The ways in which the proposed organization would co-ordinate its programs with existing organizations.

6. The nature and extent of non-City resources that will be utilized and the likelihood that these will be forthcoming.

7. Proposed methods of accountability to Council and users.

8. Estimated costs to the City of the proposal (both capital and operating *).

Proposal submitted to Council for decision.

During the period August 1, 1982 - June 30, 1985, the Implementation Task Force will review proposals under these guidelines on the request of Neighbourhoods Committee.

*Where Option 4 is approved, the determination of the initial staffing levels, whether the facility is to be a directly-operated recreation centre or a City-funded community centre, will follow the principle that sufficient staff are required to efficiently and effectively realize the physical and program potential of the facility.

MANDATE OF IMPLEMENTATION TASK FORCE AND JOB DESCRIPTIONS OF CONTRACT STAFF

The Implementation Task Force is established for the period August 1, 1982 - June 1985 for the following purposes:

1. To monitor and provide progress reports to Neighbourhoods Committee on the recommendations made by the Community Task Force on Neighbourhood Social and Recreational Services, and adopted by Council, and to propose and/or facilitate appropriate remedial action where implementation difficulties arise.

2. To provide an inter-agency forum for the co-ordination of community and recreational services and the resolution of problems at an administrative level.

3. To monitor, report and make recommendations to Neighbourhoods Committee on the priorities for the distribution of City recreational and community service resources at the request of the Neighbourhoods Committe.

4. To act as a monitoring and review body for all proposals to establish new facilities where City financial support is being requested or is likely to be requested at the request of Neighbourhoods Committee.

5. To provide consultative assistance to all City-operated or funded programs with respect to implementation of the changes arising from the final report of the Community Task Force on Neighbourhood Social and Recreational Services.

6. To organize the use of non-financial resources and expertise available within civic departments and community agencies and to provide such support directly where this is appropriate. This service is to be available to all City-operated or funded programs and the priorities shall include:

   - Program planning and use of demographic information
     Board development
   - Organizational objective setting processes
   - Methods of serving special population groups such as ethnic minorities
   - Fund raising
   - Volunteer recruitment and training
   - Public relations

7. To provide assistance to the City Grant Review Board with respect to:

   a) delineation of funding responsibilities between the City and other funding bodies such as Metro;

b) appropriate transfers between the two-tiered system of recreation grants to voluntary agencies;

c) annual estimates for the overall level of grant support.

8. To develop program evaluation methodologies for use in City-operated and funded programs.